

Overview & Scrutiny Committee

Monday 27 January 2020

10.00 am

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Supplemental Agenda No.1

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| 4. | Setting up a Joint Health Overview & Scrutiny Committee (JHOSC) | 1 - 13 |
| | <p>This item is to make a decision on establishing a Joint Health Overview and Scrutiny Committee (JHOSC) on Reconfiguration of Lambeth Hospital Mental Health In-patient Services.</p> <p>The proposed Joint Health Overview and Scrutiny Committee (JHOSC) will be constituted to respond to a substantial reconfiguration proposal covering Lambeth and Southwark local authorities. The JHOSC will scrutinise the proposal from Lambeth Clinical Commissioning Group and their provider South London and Maudsley Hospital NHS Foundation Trust (SLaM), to reconfigure mental health inpatient services for Lambeth, by transferring in-patient services currently located in Lambeth Hospital to a new facility on the Maudsley Hospital site, in Southwark.</p> | |

Contact

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Date: 24 January 2020

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| Item No. 4. | Classification: Open | Date: 27 January 2020 | Meeting Name: Overview & Scrutiny Committee |
| Report title: | | Establishment of a statutory joint health scrutiny committee to consider the proposal to Reconfigure of Lambeth Hospital Mental Health In-patient Services | |
| Ward(s) or groups affected: | | All | |
| From: | | Doreen Forrester-Brown, Director of Law and Democracy | |

RECOMMENDATIONS

1. That Southwark enters into a joint committee arrangement with Lambeth Council to consider the proposal from Lambeth Clinical Commissioning Group and their provider South London and Maudsley Hospital NHS Foundation Trust (SLaM), to reconfigure mental health inpatient services for Lambeth, by transferring in-patient services currently located in Lambeth Hospital to a new facility on the Maudsley Hospital site, Southwark.
2. That the terms of reference of the joint committee as set out in Appendix 1 be adopted.
3. That Overview & Scrutiny Committee agrees to appoint three Southwark members to the joint committee (two Labour and one Liberal Democrat member).
4. That the chair of the Health and Social Care Scrutiny Commission reports back to Overview & Scrutiny on the work of the joint committee.

BACKGROUND INFORMATION

5. The proposal is to relocate four acute adult mental health wards and one Psychiatric Intensive Care Unit (PICU) based at Lambeth Hospital into new purpose built, better equipped facilities on the Maudsley Hospital site in Southwark (further detail is set out in the trigger template, Appendix 2).

KEY ISSUES FOR CONSIDERATION

6. Southwark's constitution empowers Overview & Scrutiny Committee to enter into a joint committee arrangement and provide for the council's scrutiny function to be carried out by that joint committee.
7. The Health and Social Care Commission briefly discussed the proposal to set up the Joint Committee at its meeting on 21 January and supports the establishment of the JHOSC.

8. The lead commissioners, Lambeth CCG, and their provider, SLaM, consider the proposals a substantial variation as it involves the move of inpatient services from Lambeth Hospital to Maudsley Hospital, across a borough boundary, and the proposals affect a significant proportion of people using Lambeth's inpatient services.
9. Where a proposal is viewed as a substantial variation by OSCs / NHS bodies / Commissioners, and the proposal impacts on more than one borough, then regulations stipulate that the relevant boroughs must consider forming a Joint Health Overview & Scrutiny Committee (JHOSC).
10. The proposal only affects a small proportion of Southwark residents, but there may be issues with service users of no fixed abode being discharged within Southwark who would routinely have been discharged within Lambeth. One of the roles of the JHOSC would be to seek assurances that this issue is appropriately managed, similarly to partnership arrangements in place for the Single Place of Safety (135 suite).
11. The JHOSC will be empowered to scrutinise the commissioners of the SLaM proposal and to seek assurance that the proposals for alternative service delivery are supported and that partnership arrangements between health & social care and across the boroughs are adequate.

Community impact statement

12. The role of the joint committee is to examine the emerging proposals and scrutinise the consultation arrangements to ensure that all affected communities have the opportunity to participate.

Resource implications

13. Lambeth Council will act as the lead local authority with a sharing of the administration with Southwark scrutiny team, with both boroughs taking it in turn to host and minute meetings.

Consultation

14. This report is only concerned with establishing the constitutional and administrative arrangements for the joint committee. No consultation has taken place on these matters.

REASONS FOR URGENCY

15. Consultation on the proposal is due to start sometime in February. The JHOSC needs to be established as soon as possible to enable it to consider the consultation. If established, the first meeting of the JHOSC is likely to meet in early February.

REASONS FOR LATENESS

16. It was not possible to complete internal consultation with officers on the covering report and finalising of the terms of reference in time for the main agenda dispatch.

BACKGROUND DOCUMENTS

| Background Papers | Held At | Contact |
|-------------------|---------|---------|
| None | | |

APPENDICES

| No. | Title |
|------------|--------------------|
| Appendix 1 | Terms of Reference |
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AUDIT TRAIL

| | | |
|---|---|--------------------------|
| Lead Officer | Doreen Forrester-Brown, Director of Law and Democracy | |
| Report Author | Julie Timbrell, Project Manager | |
| Version | Final | |
| Dated | 23 January 2020 | |
| Key Decision? | No | |
| CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER | | |
| Officer Title | Comments Sought | Comments Included |
| Director of Law and Democracy | Yes | No |
| Strategic Director of Finance and Governance | No | No |
| Cabinet Member | No | No |
| Date final report sent to Constitutional Team/Scrutiny Team | 23 January 2020 | |

APPENDIX 1

Joint Health Overview and Scrutiny Committee Reconfiguration of Lambeth Hospital Mental Health In-patient Services

Terms of reference

The Joint Health Overview and Scrutiny Committee (JHOSC) is constituted in accordance with the Local Authority Public Health, Health & Wellbeing Boards and Health Scrutiny Regulations 2013 (the “Regulations”) and Department of Health Guidance to respond to a substantial reconfiguration proposal covering more than one local authority area.

The JHOSC will scrutinise the proposal from Lambeth Clinical Commissioning Group and their provider South London and Maudsley Hospital NHS Foundation Trust (SLaM), to reconfigure mental health inpatient services for Lambeth, by transferring in-patient services (one psychiatric intensive care unit (PICU) and four acute wards) currently located in Lambeth Hospital to a new facility on the Maudsley Hospital site.

The JHOSC will consider the impact of proposed future service provision on the boroughs of Southwark and Lambeth and seek assurance that the proposed changes will be in the best interests of the local health service.

The relevant commissioners for this proposal are Lambeth and Southwark Clinical Commissioning Groups (CCGs) and the social care commissioners from both local authorities.

Context

The Lambeth Living Well Network Alliance are undertaking a broad scheme of service changes that will support the development of community services within Lambeth and support the transition away from acute to community based care.

This process is already underway with development of new and refurbished Living Well Centres in their late stages of approval.

Together with commissioners SLaM are therefore now exploring two options for the long-term future of acute inpatient services which currently reside on the Lambeth Hospital site:

- Option 1: Stay as we are (do nothing).
- Option 2: Transfer acute in-patient services to a new facility on the Maudsley Hospital site.

These options for consultation result from the evaluation of a long list of options including reprovision of the beds on the Lambeth Hospital site but represent those that are identified as being appropriate and achievable.

The Joint Committee's terms of reference are:

1. Subject to paragraph 2 below, to undertake all the functions of a statutory Joint Health Overview and Scrutiny Committee in accordance with the Regulations and Department of Health Guidance in relation to the proposal to reconfigure mental health inpatient services for Lambeth, which are currently located at Lambeth Hospital. This includes, but is not limited to the following:
 - (a) To consider and respond to the proposals from SLaM to reconfigure mental health inpatient services for Lambeth by transferring in-patient services currently located in Lambeth Hospital to a new facility on the Maudsley Hospital site;
 - (b) To scrutinise the commissioners of the SLaM proposal and to seek assurance that the proposals for alternative service delivery are supported and that partnership arrangements between health & social care and across the boroughs are adequate;
 - (c) To scrutinise any consultation process.
2. The terms of reference do not include the power to make a report to the Secretary of State (under regulation 23(9) of the Regulations) in relation to the proposal from Commissioners and SLaM, for Lambeth and Southwark Councils. However, any individual authority may make a specific delegation to the JHOSC in relation to their own power to make such a report on their behalf. The JHOSC will undertake to go through all the necessary steps needed to enable either collective or individual councils to exercise their power to refer to the Secretary of State

Membership

Membership of the Joint Committee will be three nominated Members from each of the following local authorities:

- London Borough of Lambeth;
- London Borough of Southwark.

Members of the Joint Committee must not be an Executive Member of their authority.

Procedures

Chair and Vice-Chair

1. The Joint Committee will appoint a Chair and Vice-Chair at its first meeting. The Chair and Vice-Chair should be members of different participating authorities.

Substitutions

2. Substitutes may attend Joint Committee meetings in lieu of nominated members. Continuity of attendance throughout the review is strongly encouraged, however.

3. It will be the responsibility of individual committee members and their local authorities to arrange substitutions and to ensure that the lead authority is informed of any changes prior to the meeting.
4. Where a substitute is attending the meeting, it will be the responsibility of the nominated member to brief them in advance of the meeting

Quorum

5. The quorum of the meeting of the Joint Committee will be 3 members; with at least one member from each borough present.

Voting

6. It is hoped that the Joint Committee will be able to reach its decisions by consensus. However, in the event that a vote is required each member present will have one vote. In the event of there being an equality of votes, the Chair of the meeting will have the casting vote.

Reporting

7. On completion of the scrutiny review by the Joint Committee, it shall produce a single final report, or set of recommendations, reflecting the views of both of the local authorities involved.
8. The JHOSC may ask Commissioners and / or SLaM to respond to the report recommendations within 28 days, or over a longer period.

Meetings

9. Meetings of the Joint Committee will normally be held in public and will take place at venues within South London. The normal access to information provisions applying to meetings of the Overview and Scrutiny committees will apply. However, there may be occasions on which the Joint Committee may need to make visits outside of the formal Committee meeting setting.
10. Meetings shall last for up to two hours from the time the meeting is due to commence. The Joint Committee may resolve, by a simple majority before the expiry of two hours from the start of the meeting, to continue the meeting for a maximum further period of up to 30 minutes.

Local Overview and Scrutiny Committees

10. The Joint Committee will encourage its Members to inform their local overview and scrutiny committees of the work of the Joint Committee.
11. The Joint Committee will invite its Members to represent to the Joint Committee the views of their local overview and scrutiny committees on the Lambeth Hospital redevelopment proposal and the Joint Committee's work.

Communication

12. The Joint Committee will establish clear lines of communication between itself, the CCG, SLaM and local authorities. Lambeth Council shall be the lead authority and all formal correspondence between the Joint Committee, local authorities and the NHS on this matter will be administered by (*Christian Scade , Lambeth Council*) or (*other*) until such officer is appointed.

Representations

13. The Joint Committee will identify and invite witnesses to address the committee, invite comments from interested parties and take into account information from all the local Healthwatch organisations. It may undertake further consultation with a range of stakeholders.

Support

14. Administrative and research support will be provided by the scrutiny teams of the two boroughs working together.

Assumptions

15. The Joint Committee will be based on the following assumptions:
 - (a) That the Joint Health Scrutiny Committee is constituted to respond to Lambeth CCG and SLaM on the reconfiguration of mental health inpatient services for Lambeth proposal.
 - (b) The CCG and SLaM will permit the Joint Health Scrutiny Committee access to the outcome of any public consultation.

TRIGGER TEMPLATE

Reconfiguration of Mental Health Services for Lambeth –
for early consideration by Southwark OSC

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| NHS Trust or body & lead officer contacts: | Commissioners e.g. CCG, NHS England, or partnership. Please name all that are relevant , explain the respective responsibilities and provide officer contacts: |
| <p>David Bradley, Chief Executive South London and Maudsley NHS Foundation Trust (SLaM)</p> <p>Contacts: Dr Emily Finch, Clinical Director Southwark Emily.finch@slam.nhs.uk</p> <p>Jo Kent, Service Director Southwark, SLaM Jo.kent@slam.nhs.uk</p> | <p>Andrew Eyres, Chief Officer NHS Lambeth CCG</p> <p>Contacts:</p> <p>Denis O'Rourke Assistant Director Integrated Commissioning (Mental Health) Lambeth Clinical Commissioning Group – denisorourke@nhs.net</p> <p>Neil Robertson, Lambeth Living Well Network Director Neil.robertson@slam.nhs.uk</p> |

| Trigger | Please comment as applicable |
|---|--|
| 1 Reasons for the change & scale of change | |
| What change is being proposed? | <p>To relocate four acute adult mental health wards and one Psychiatric Intensive Care Unit (PICU) based at Lambeth Hospital into new purpose built, better equipped facilities on the Maudsley Hospital site in Southwark.</p> <p>There will be no reduction in the number of beds or to the services being provided to services users as part of this proposal.</p> |
| Why is this being proposed? | <p>There are three primary drivers for change: national and regional policy (delivery of the NHS Long Term Plan, the Five Year Forward View for Mental Health and the South East London STP Strategy); local vision and clinical objectives (SLaM Clinical Strategy and Lambeth Alliance Strategy); and the current condition and quality of our inpatient estate.</p> <p>The primary driver for change is the current condition and poor quality of estate at</p> |

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| | <p>Lambeth Hospital and the need to provide better accommodation that meets patient needs of safety, privacy and dignity, as well as regulatory requirements.</p> <p>The Maudsley Hospital site has been chosen due to the adjacency of the site to the Lambeth borough; the close proximity to an acute physical health hospital; and the availability of space on the site to develop purpose built wards.</p> |
| <p>What is the scale of the change? Please provide a simple budget indicating the size of the current investment in the service, and any anticipated changes to the amount being spent.</p> | <p>There is no change to the service provision or the operational budget that supports it.</p> <p>The impact of service changes in Lambeth have been recognised to have no financial impact on Lambeth CCG as the majority of SLaM's activity is on the basis of block contracts such that income does not vary in accordance with activity changes. The assessment of affordability has therefore focused on the Trust, which is confident that these proposals are affordable.</p> <p>Part of the investment in the new building is estimated at £68.7m which is the cost of the proposed new build facility on the Maudsley Hospital. This is inclusive of further space in the building for two specialist services that will be brought back to the Maudsley site from the Bethlem Hospital site (as part of another concurrent clinical reconfiguration scheme overseen by the Commissioners, NHS England & Improvement).</p> |
| <p>How you planning to consult on this? (please briefly describe what stakeholders you will be engaging with and how) . If you have already carried out consultation please specify what you have done.</p> | <p>To date, there has been robust pre-consultation as well as planning for the public engagement process due to start in mid-February 2020 in order to satisfy the key tests for service change:</p> <ul style="list-style-type: none"> • Strong public and service user engagement • Consistency with current and prospective need for service user choice • A clear clinical evidence base • Support for the proposals from clinical commissioners <p>A Communications and Engagement Steering Group was formed to lead on the engagement work for this programme and meets monthly. The Group includes senior representatives from SLaM, Lambeth CCG, as well as Lambeth Healthwatch and Black Thrive. Extensive pre-consultation engagement has taken place across a wide</p> |

| | <p>array of stakeholders including service users and carers (with service user and carer groups in both Lambeth and Southwark), staff, GPs, CCG Members, and the London Clinical Senate.</p> <p>Lambeth Healthwatch is currently leading a review, discussing proposals with patients and carers on the Lambeth wards and seeking feedback to inform the proposals.</p> <p>Following approval of the Preconsultation Business Case (PCBC) by the SLaM and CCG Boards, Lambeth Alliance and NHSE/I, a formal 12 week public consultation would take place from February 2020. We are developing a detailed plan for extensive engagement during the 12 week consultation, across Lambeth and we will also engage with Southwark residents and service users including holding a public meeting in the borough.</p> |
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| 2 Are changes proposed to the accessibility to services? Briefly describe: | |
| Changes in opening times for a service | There are no changes to the service model proposed. |
| Withdrawal of in-patient, out-patient, day patient or diagnostic facilities for one or more speciality from the same location | There are no changes to the service model proposed. This service change relates to a move of four acute adult mental health wards and one PICU. |
| Relocating an existing service | Yes, from the Lambeth Hospital site on Landor Road in Lambeth, to the Maudsley Hospital site in Southwark. |
| Changing methods of accessing a service such as the appointment system etc. | There is no change to the clinical model proposed as part of this proposal. |
| Impact on health inequalities across all the nine protected characteristics - reduced or improved access to all sections of the community e.g. older people; people with learning difficulties/physical and sensory disabilities/mental health needs; black and ethnic minority communities; lone parents. Has an Equality Impact Statement been done? | <p>Both an Equalities Impact Assessment and a Quality Impact Assessment (QIA) have been carried out along with an accessibility study and are available.</p> <p>The EIA identified that the majority of vulnerable or protected groups identified as part of the EIA have been judged as achieving greater equality, improved outcomes or increased accessibility through the proposal.</p> <p>The EIA identified a number of potential issues that we are looking to explore further through the public consultation and mitigate in terms of impact on groups or individuals with protected characteristics. The main issues identified were:</p> <ul style="list-style-type: none"> • Improve understanding of travel implications of the change in |

| | <p>location of services for service users, carers, community members of different ages, disabilities, ethnicities, gender identity, sexes and sexual orientation</p> <ul style="list-style-type: none"> • Improve understanding of how to mitigate potential risks of social isolation at proposed new location for service users who are older, who are disabled, who are transgender, who are Black, who are from other ethnic minority backgrounds, who have places of worship in Lambeth, who are gay, lesbian or bisexual <p>The EIA action plan has identified key groups who should be consulted with as part of the public consultation and these actions are being built into the public consultation plan.</p> |
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| 3 What patients will be affected? (please provide numerical data) | Briefly describe: |
| <p>Changes that affect a local or the whole population, or a particular area in the borough.</p> | <p>The Lambeth Hospital site primarily provides services for people resident in Lambeth and / or under Lambeth CCG though there are some use by people resident in other local boroughs and beyond.</p> <p>In 2018/2019 a total of 415 patients were admitted to the four inpatient wards and PICU at Lambeth Hospital. The majority of these patients were under Lambeth CCG (57%). The remaining patients were from Croydon CCG (14.9%), Lewisham CCG (4.6%), Southwark CCG (5.5%) and non-SLaM boroughs (17.8%).</p> |
| <p>Changes that affect a group of patients accessing a specialised service</p> | <p>Within the scope of this consultation no specialist services will be affected, however further changes will be proposed to the specialist services that are on the Lambeth Hospital site as part of another concurrent clinical reconfiguration scheme overseen by the relevant Commissioners and NHS England & Improvement.</p> |
| <p>Changes that affect particular communities or groups</p> | <p>In addition to the communities described as part of the EIA findings above, we know that the BAME population is disproportionately represented in south London's mental health services. Therefore we will be undertaking focused outreach activity with Black Thrive in Lambeth and other organisations and groups in south London that represent these communities. Black Thrive is a member of the</p> |

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| | Communications and Engagement Steering Group. |
| 4 Are changes proposed to the methods of service delivery? Briefly describe: | |
| Moving a service into a community setting rather than being hospital based or vice versa | No, this consultation relates to a move of inpatient services - four acute adult mental health wards and one PICU. |
| Delivering care using new technology | N/A |
| Reorganising services at a strategic level | The proposal is for a geographical relocation of services, the current strategy and governance arrangements will remain the same. |
| Is this subject to a procurement exercise that could lead to commissioning outside of the NHS? | No |
| 5 What impact is foreseeable on the wider community? Briefly describe: | |
| Impact on other services (e.g. children's / adult social care) | Over the next 4-5 years, other services provided on the Lambeth Hospital site will be liaising with the relevant commissioners to propose relocation. This will provide an opportunity to vacate the site with the possibility of resulting in a capital receipt that can be reinvested in community services in Lambeth and to improving other environments, accommodation and services across the other boroughs served by SLAM. |
| What is the potential impact on the financial sustainability of other providers and the wider health and social care system? | <p>It is not anticipated that there is a material impact on the financial sustainability of other providers and the wider health and social care system.</p> <p>It is recognised that there may be issues with service users of no fixed abode being discharged within Southwark who would routinely have been discharged within Lambeth. Conversations are already underway between the boroughs to understand how this issue can be appropriately managed in the same way as the current Lambeth on the Maudsley Hospital site and the Single Place of Safety (135 suite) which also brings other boroughs service users onto the Maudsley site in a similar way. It is recognised that this was successfully handled and it is anticipated that the same process will be put in place.</p> |
| 6 What are the planned timetables & timescales and how far has the proposal progressed ? | |
| Briefly describe: | |
| What is the planned timetable for the decision making? (Please note that the timeline <u>must</u> include the date | It is the intention of the CCG and Trust to launch a public consultation on this service |

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| <p>that scrutiny is asked to respond to the proposal by, and the date that the NHS body/ Commissioners intend to make the decision on the proposal. If relevant it would be helpful include dates that any consultation will take place.)</p> | <p>change in mid-February 2020 following Trust Board and CCG Governing Body approval of the Pre-Consultation Business Case in late January 2020.</p> <p>The public consultation will be held for 12 weeks ending in May 2020, at which time we would anticipate having a response from Scrutiny on this proposal.</p> <p>A decision making business case will be approved in early July 2020. This will be the point of decision making by the CCG and provider before a proposed construction date in October 2020.</p> |
| <p>What stage is the proposal at?</p> | <p>A pre public consultation business case (PCBC) is being prepared with the aim of securing approvals from relevant bodies (including SLaM Board, Lambeth Living Well Network Alliance, NHS Lambeth CCG and NHS England & Improvement) in late January 2020.</p> <p>Following approval of the PCBC, a formal 12 week public consultation would take place from mid-February 2020.</p> |
| <p>What is the planned timescale for the change(s)</p> | <p>Construction on the new building proposed for these services is intended to be complete in October 2022. It is then anticipated that a 3-4 month transition period will be necessary to move the services into the building.</p> |
| <p>7 Substantial variation/development</p> | <p>Briefly explain</p> |
| <p>Do you consider the change a substantial variation / development?</p> | <p>Although the proposed move of inpatient services from Lambeth Hospital to Maudsley Hospital is not far in terms of actual distance, the move is across a borough boundary into the London Borough of Southwark and we therefore consider this a substantial variation.</p> <p>In addition, the proposals affect a significant proportion of people using Lambeth's inpatient services.</p> |
| <p>Have you contacted any other local authority OSCs about this proposal? (Please note that if this is viewed as a substantial variation by OSCs / NHS bodies / Commissioners , and the proposal impacts on more than one borough, then regulations stipulate that the relevant boroughs must consider forming a Joint Health Overview & Scrutiny Committee, a JHOSC)</p> | <p>Yes. Lambeth CCG and SLaM have contacted both Lambeth Council and Southwark Council – who are currently considering having a Joint OSC.</p> |

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